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REVIEW OF POPULATION TRENDS, POLICIES AND PROGRAMMES: MONITORING OF MULTILATERAL POPULATION ASSISTANCE

Monitoring of multilateral population assistance

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to recommendation 88 of the International Conference on Population held at Mexico City in 1984, as well as to Economic and Social Council resolutions 1986/7 and 1987/72, in which the Secretary-General was requested to prepare, on a regular basis, reports on monitoring of multilateral population assistance. Since less than a year has elapsed since the Population Commission's twenty-seventh session, when a full report on the monitoring of multilateral population assistance was presented, the Commission will have before it only an update of that report.

The present report describes trends in multilateral population assistance, highlights the substantive areas where such assistance was used and reviews operational aspects within the United Nations system for channelling assistance to developing countries. The report notes that as a result of the adoption of the Programme of Action by the International Conference on Population and Development, held at Cairo in 1994, multilateral assistance will undergo both substantial changes in the quantity of resources made available and a reorientation towards the major themes of the Conference, including reproductive health/family planning and the empowerment of women.

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INTRODUCTION

1. The present report has been prepared in response to recommendation 88 of the International Conference on Population, held at Mexico City in 1984, 1/ in which the Secretary-General was requested to undertake the monitoring of multilateral population programmes of the United Nations system aimed at the further implementation of the World Population Plan of Action, 2/ and to Economic and Social Council resolutions 1985/4, 1986/7 and 1987/72 and General Assembly resolution 39/228.

2. The first report on multilateral population assistance (E/1989/12) covered the period 1974-1988, following the World Population Conference held at Bucharest in 1974. Building upon the first report, the second report (E/CN.9/1991/8) highlighted developments that occurred during 1989 and 1990. The third report (E/CN.9/1994/6), covering the period 1991-1992 and part of 1993, was prepared for the twenty-seventh session of the Population Commission, held in March 1994. Given the short interval between that session and the twenty-eighth session, the present report merely updates the 1994 report. A further reason for preparing an abbreviated report was that decisions concerning the follow-up to the International Conference on Population and Development, held at Cairo in September 1994, were expected to result in major changes in monitoring and reporting on progress made towards achieving the goals contained in the Programme of Action adopted by the Conference. 3/

3. As the General Assembly made clear in its resolution 49/128, the Population Commission will be "revitalized", with the new functions of monitoring, reviewing and assessing the implementation of the Programme of Action; the name of the Commission will be changed to the Commission on Population and Development. In the same resolution, the Assembly requested the Population Commission, at its twenty-eighth session, to review the Programme of Action and its implications.

4. The importance of responding forcefully and promptly to the plan set out at Cairo for concrete actions in the field of population and development is therefore apparent. Several actions in the months since the Conference have already been taken to energize the world towards fulfilling the promise of the Conference. It is important to update the Commission about recent actions undertaken by multilateral agencies.

5. Among the most significant developments are those concerning the follow-up to the Conference. In paragraph 16.29 of the Programme of Action, all specialized agencies and related organizations of the United Nations system are invited to strengthen and adjust their activities, programmes and medium-term strategies, as appropriate, to take into account the follow-up to the Conference.

6. The Executive Director of the United Nations Population Fund (UNFPA) has been requested by the Administrator of the United Nations Development Programme (UNDP), on behalf of the Secretary-General, to develop a coordinated approach for the implementation of the Programme of Action. In order to enhance complementarity, maximize comparative advantage and increase coordination among

the different United Nations organizations, an Inter-Agency Task Force is being established that will include high-level officials of the United Nations system, including the World Bank, to devise a common and integrated strategy for the follow-up to the Conference. The Executive Director of UNFPA has been requested to coordinate the Task Force and UNFPA headquarters will serve as the secretariat for meetings of the Task Force.

7. The Inter-Agency Task Force will meet regularly to discuss the progress made in implementing the recommendations of the Programme of Action. The Task Force will focus on three aspects: policy development, coordination and the monitoring of progress made in the implementation of the Programme of Action. The principal actions at the country level will be coordinated by the United Nations resident coordinator.

8. Mobilization of both domestic resources and international assistance is given great emphasis in the Programme of Action. The Conference was the first United Nations international conference to agree to a schedule of resource mobilization in order to achieve a specific set of development objectives. Monitoring resource mobilization on a regular basis will in fact be an added major responsibility for UNFPA on behalf of the Secretary-General. It is important to realize the fundamentally operational character of the Programme of Action and then to put in place adequate follow-up mechanisms to achieve the desired operational results. At the Conference, many major donors indicated their commitment to substantially increase assistance for population, in line with the estimates set out in the Programme of Action. This will have important implications for the level of financial resources channelled through multilateral agencies. Section III.D of the present report describes in detail the requirements for resource mobilization for the implementation of the Programme of Action.

I. TRENDS IN MULTILATERAL POPULATION ASSISTANCE 4/

A. Background

9. Multilateral population assistance is provided by United Nations organizations that carry out population-related programmes. For many of these organizations, funds committed to population activities come primarily from UNFPA and, to a lesser extent, from their own regular budgets and other funding sources. UNFPA is the most important source of multilateral population assistance, both because it is the major source of population funding for other multilateral organizations within the United Nations system and because of the large quantity of assistance it supports directly through national population programmes. The World Bank and increasingly the regional development banks are other major multilateral sources of population assistance through their disbursement of loans and credits.

10. The overall trends in multilateral population assistance for the United Nations system for 1990-1992, in millions of United States dollars are summarized below (data for 1993 are not yet available):

	1990	1991	1992
Total assistance	972	1 306	1 033
UNFPA	232	240	204
Other United Nations organizations	86	102	54
Private sources	48	76	106
World Bank loans a/	169	354	107

a/ World Bank figures represent funds committed in a given year and should not be confused with expenditures. In the case of UNFPA, committed funds are allocated for the same year; in the case of the World Bank, committed funds are typically disbursed as loans over several years.

In 1990, total international assistance for population programmes amounted to US$ 972 million, including World Bank loans and credits. Of this amount, $669 million came from donor countries while the rest of the United Nations system provided $86 million and private sources, $48 million. World Bank loans in 1990 amounted to $169 million.

11. By 1992, international population assistance in the form of grants and loans had barely increased over the 1990 figure, after experiencing a large increase in 1991. Private sources of international assistance have continued to increase substantially, but this was offset by a large drop in multilateral sources from the United Nations system (excluding UNFPA). Data for 1993 are incomplete, but provisionally UNFPA expenditures amounted to $213 million, while World Bank loans for its fiscal year totalled close to $200 million.

12. Within the United Nations system (excluding the World Bank), UNFPA has provided the largest proportion of funds to population assistance. In 1989, expenditures to population assistance through the UNFPA channel amounted to 81 per cent of all funds routed through the United Nations system. In 1992, the proportion remained unchanged at 81 per cent.

B. Expenditure by geographical region 5/

13. Most population assistance is channelled to developing countries under three modalities: bilateral agencies, multilateral agencies and non-governmental organizations. Of total expenditures of population-related assistance in 1992, about 33 per cent involved direct transfers through bilateral channels, 26 per cent through multilateral agencies and 41 per cent through non-governmental organizations. Over the past decade, these proportions have fluctuated from year to year, but no apparent trend can be observed.

14. The distribution of international assistance by channel differed from region to region. In Africa, project execution using direct bilateral

assistance accounted for 39 per cent of the funds, multilateral means, 27 per cent and non-governmental organizations, 34 per cent. In Asia and the Pacific, direct bilateral assistance made up 49 per cent of funding in 1992, with 23 per cent supplied through the United Nations system and 28 per cent through non-governmental organizations.

15. Between 1989 and 1992, regional variations in channels of population assistance were slight. In Western Asia, greater involvement of non-governmental organizations over the period may indicate a trend or may simply be the result of random yearly variations.

16. Considering expenditures for population programmes from multilateral sources alone, Africa and Asia and the Pacific have received the largest share of population assistance. This is explained mainly by the growing priority given to those regions by both bilateral and multilateral agencies. In 1992, about 36 per cent of total multilateral funds went to each region, while Latin America and the Caribbean received 16 per cent and Western Asia, 9 per cent. Europe accounted for under 3 per cent of the total expenditure. A broadly similar pattern of regional allocations is found in the distribution of UNFPA funds for 1992 and 1993.

17. The pattern of multilateral funding shows that Asia and the Pacific has received a declining share of population resources. In 1986, the region received 52 per cent of funds, which declined to 37 per cent in 1992. In contrast, assistance to Africa has increased, from 26 per cent in 1986 to 36 per cent in 1992. The share of Latin America and the Caribbean increased from 10 per cent in 1986 to 16 per cent in 1992. Western Asia has consistently received about 10 per cent of the total multilateral funding.

18. Regarding geographical trends in UNFPA funding, Africa has increasingly received more funds, from 22 per cent in 1986 to 33 per cent in 1993. The shares for other regions have remained roughly stable over the same period. Latin America and the Caribbean has received from 12 to 13 per cent of UNFPA funds and Western Asia, about 9 to 10 per cent during the period under consideration. 6/

C. Expenditure by work-plan category

19. Reporting of UNFPA expenditures still follows the work-plan categories agreed upon by the Administrative Committee on Coordination (ACC), although modifications are planned in order to categorize activities according to the main themes identified at the Cairo Conference. The bulk of funds for programmes on maternal and child health and family planning (MCH/FP) accounted for 52 per cent of total available funding in both 1992 and 1993. Information, education and communication (IEC) programmes received about 15 per cent over the same period. Population dynamics received 9 per cent in 1992 and 7 per cent in 1993. About 9 per cent of funds went to formulation and evaluation of population policies and integration of population into development planning, from 4 to 6 per cent went to special-sector programmes and about 3 to 4 per cent for multisectoral activities during the same period.

20. The increase in resources allocated to MCH/FP programmes after 1991 may be attributed both to the decrease in expenditures for data collection and analysis following the peak in the 1990 round of censuses and to increasing demand for MCH/FP services.

D. Expenditure by work-plan category and region

21. An examination of regional trends within substantive sectors reveals that, in MCH/FP, there has been an increase in the share of regional funding for activities in Western Asia. In this region, UNFPA expenditures rose from 28 per cent of the total in 1990 to 59 per cent in 1993. The proportions of total expenditures for MCH/FP also rose in other regions in 1993 (except in Asia and the Pacific), but this may reflect normal fluctuations from year to year rather than a trend.

22. There have been year-to-year fluctuations in the proportions of funding for the IEC sector in all regions during the period 1990-1993. The proportion of expenditures for IEC in Africa averaged about one fifth of the total spending over the period, the highest of any developing region. In Latin America and the Caribbean and Western Asia no clear trend is evident, but both regions had considerably lower IEC expenditures in 1993.

23. As far as basic data collection for population is concerned, there has been a decline in the proportion of funds in sub-Saharan Africa and in Asia and the Pacific for this category since 1990. In the case of Africa, population funds for censuses, surveys and vital statistics and civil registration systems declined from 23 per cent in 1990 to 14 per cent in 1993. Even at this lower percentage, however, Africa outpaced all other regions in expenditures for data collection. The proportion of expenditures for basic data collection in Asia and the Pacific has also fallen, standing at 4 per cent in 1993. In the other two regions, expenditures in this area remained roughly unchanged.

24. The proportion of support for activities in population-dynamics research has declined in all developing regions, although in Asia and the Pacific this proportion has historically been rather low.

25. Expenditures for formulation and evaluation of policies and programmes continue to be important in Africa, where the proportion of funds for that sector increased from 11 to 13 per cent in 1993. In many African countries, Governments have set up special population units in planning and other ministries. UNFPA has assisted those units as well as projects specifically aimed at the formulation of population policies. In Western Asia, Asia and the Pacific, and Latin America and the Caribbean, only between 3 and 6 per cent of available funds were devoted to the formulation and evaluation of polices and programmes in 1993.

E. Expenditure by executing agency

26. Population projects funded by multilateral sources are executed by Governments, United Nations organizations or non-governmental organizations. 7/

In 1989, approximately 20 per cent of UNFPA-funded projects were executed by UNFPA itself, 54 per cent by other United Nations organizations, 14 per cent by Governments and 12 per cent by non-governmental organizations.

27. By 1992, UNFPA execution accounted for 25 per cent and other United Nation organizations for 44 per cent of funds originating from UNFPA. The increase in UNFPA execution is mainly attributable to the increased responsibility given to UNFPA for contraceptive procurement. Government execution in 1992 accounted for 18 per cent and the share executed by non-governmental organizations remained at 13 per cent.

28. The increase in funds for projects executed by UNFPA and those directly executed by Governments reflects new arrangements for national execution of projects pursuant to the policy of the UNDP/UNFPA Governing Council that makes national project execution the preferred modality, in conformity with General Assembly resolution 47/199.

29. Execution of population projects by other United Nations organizations has generally declined since 1989, both in absolute amounts and in their share in total project execution. The exception to this trend is the United Nations Children's Fund (UNICEF). This is in response to explicit efforts by UNFPA and UNICEF towards greater collaboration and is in line with decisions of the governing bodies of both organizations.

F. Multi-bilateral financing

30. In addition to resources regularly contributed by donors to UNFPA, the Fund receives funding for earmarked projects that are managed by the Fund as multi-bilateral resources. Five per cent of total UNFPA expenditures in 1993 came from multi-bilateral funding ($10.3 million), about the same level as 1992. Multi-bilateral financing, however, has continued to rise over a longer time period: income from multi-bilateral sources increased from $7.3 million in 1989 to $15.6 million in 1993. Major multi-bilateral donors to UNFPA include Australia, Austria, Belgium, Canada, Finland, France, Italy, Luxembourg, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland.

31. When multi-bilateral funding is analysed by work-plan categories, it is clear that family planning programmes have received the bulk of multi-bilateral resources, about 52 per cent in 1993. IEC projects received only about 8 per cent. The other important area supported by multi-bilateral funds in 1993 was basic data collection, whose share of the total was 19 per cent.

32. In 1993 the bulk of multi-bilateral financing went to sub-Saharan Africa (44 per cent) and Asia and the Pacific (29 per cent). Interregional activities accounted for about 17 per cent of multi-bilateral expenditures in 1993.

G. Loans and credits from the World Bank and regional development banks

33. The World Bank differs from other United Nations organizations in that it normally provides loans rather than grants for population activities. The World Bank financial figures are also expressed in terms of multi-year funding commitments rather than annual expenditures and are therefore difficult to compare with other donor financial statements. Over the years, the amount of World Bank loans in the field of population, health and nutrition (PHN) has increased. Loan commitments for the population component of PHN have fluctuated in the recent past: funds devoted to population alone amounted to $86 million in 1988, $169 million in 1990 and $107 million in 1992. 8/

34. Regional development banks are also giving increased priority to loans for population activities. Most notably, the Asian Development Bank has prioritized population assistance in its Medium-term Strategic Planning Framework (1993-1996). Cumulative Asian Development Bank support in integrated health and population projects totalled $669 million as of mid-1993. Of this amount, $50 million went to the population component. The African Development Bank has also placed population squarely in the centre of its priority concerns for development assistance.

II. SUBSTANTIVE ISSUES

35. In monitoring multilateral population assistance, the UNDP/UNFPA Governing Council requested the Secretary-General to review substantive and technical issues of special priority to population concerns. Pursuant to that request, the present report focuses on (a) basic data collection and analysis; (b) population dynamics; (c) formulation and evaluation of population policy; (d) family planning as integrated in MCH and primary health-care approaches; (e) population information, education and communication; and (f) special programmes. None the less, it should be borne in mind that a new reporting mechanism for following up the Programme of Action will soon be adopted, implying the monitoring of a set of programme priorities and categories (different from the six categories mentioned above) that better capture the new priorities agreed upon in Cairo.

36. The UNDP/UNFPA Executive Board has also recommended that population assistance support activities integrating gender considerations into population and development. In the present report, therefore, gender is reflected in all substantive areas of population assistance. At the same time, population assistance primarily focused on women and development issues is covered separately in section F below.

A. Basic data collection and analysis

37. Population planning and programme implementation require accurate data on numbers and characteristics of a country's inhabitants, migration patterns, spatial distribution of population, incidence of births and deaths, rate of population increase, fertility and mortality, the formation and dissolution of

families and households and the like. The principal sources of such data are censuses, surveys and vital statistics systems based on civil registration of births, deaths, marriages and divorces.

38. During the 1990 census decade, which covered the period 1985-1994, 193 countries or territories have taken or plan to take a population and housing census and certain others have taken a census of population or a census of housing separately. Of the 56 countries in Africa, a census has been taken in 45 countries or areas; in 35 countries (37 censuses) the census was taken during the period 1985-1992 and in 10 other countries censuses were planned for 1993 or 1994.

39. During the past two census decades, there has been a marked increase in the number of censuses taken in Africa. This is due to the promotion of the 1980 and 1990 African Population and Housing Census Programmes as well as to the technical and financial support provided by the United Nations system. With a few exceptions, all countries in Africa received financial assistance from UNFPA for their censuses.

40. Efforts continued to develop cost-effective sampling techniques and analytical procedures to address problems with an adequate statistical base and to improve civil registration and vital statistics systems. It is clear, however, that in those developing countries where coverage remains low, more innovative approaches are called for.

41. An important collaborative endeavour in the area of population, data collection and analysis is the Pan-Arab Project for Child Development (PAPCHILD) survey programme covering the Gulf States and six other countries in Western Asia, jointly launched by UNFPA and the Arab Gulf Fund (AGFUND). Together with another similar initiative in the same region, the Gulf Health Survey, the information gathered was used to develop and improve MCH/FP policies and programmes throughout the region.

42. The World Fertility Survey (WFS) programme carried out in the 1970s and early 1980s has been augmented by the Demographic and Health Surveys (DHS) programme, which has completed two phases of surveys, DHS-I and DHS-II. As of April 1993, 56 surveys had been completed, 18 of which were undertaken in 1991 and 1992.

B. Population dynamics

43. Research in population dynamics over the past few years has been increasingly influenced by two trends. As fertility reduction has proceeded in the 1980s it has become more apparent that certain regions and groups have been left out of this secular trend. One line of research is therefore concentrating on socio-cultural determinants of fertility behaviour. An umbrella project on this topic is being carried out by the United Nations Educational, Scientific and Cultural Organization with funding from UNFPA. The African Social Research Programme will also have as its primary focus socio-cultural determinants of demographic behaviour.

44. A second trend in research on population dynamics stresses an interdisciplinary approach and analyses how population issues are to be integrated into socio-economic development planning. The six expert group meetings organized as part of the preparatory activities for the International Conference on Population and Development are noteworthy in this regard. A series of round tables, also part of the preparatory phase of the Conference, were held to review research in a policy-oriented format on population and human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS), population and food, population and development strategies, population and ethics, and population and gender issues.

45. Of growing importance is research linking population and the environment. In aggregate terms the linkages between population, resources and the environment are clear: increasing population will have many important impacts on resources and the environment. Population growth will increase the demand for food, energy, water, health care, sanitation and housing. In specific cases, however, the links between population, resources and the environment are often blurred. UNFPA is actively seeking to define a research programme that would increase knowledge of interactions between population pressure, poverty and environmental degradation.

46. The link between population and international migration is another area of growing concern and research. Multilateral assistance provided support to several multi-year studies on migration that are still in progress. One, executed by the International Organization for Migration at Geneva, is analysing emigration flows from developing to developed countries as well as between developing countries. A network of research institutions in developing regions will form the base of this research effort. Another, executed by the Economic Commission for Europe, is collecting data and developing a database on migration in Europe. Given the importance placed on migration and development issues at the Cairo Conference, a more concerted effort to deal with migration concerns through multilateral assistance may be expected in the future.

47. UNFPA continued to support activities related to institution-building, training and research. Most of these activities were aimed at institutionalizing the capacity of countries to analyse demographic data and population-development interactions and to apply the results to development planning.

48. The training of personnel in demographic analysis and in integrating population factors into development planning was an important target of multilateral assistance during the reporting period. The Global Programme of Training in Population and Development provided specialized training to some 85 middle-level professionals from 59 developing countries in 1993 alone.

49. Multilateral assistance was also provided to develop computer software packages in support of population activities. One package, POPMAP, facilitates the display in map and database form of social, economic and demographic indicators, and shows the location of service facilities and other institutions. In 1993, an important application of POPMAP to management information systems of family planning programmes was developed. This is a potentially very useful

tool for linking population and related information to regional and local-level programming.

C. Formulation and evaluation of population policy

50. In 1993, UNFPA continued to fund operations to support population policy and development planning in most developing countries. The bulk of these operations were carried out in Africa, where population policy is still relatively underdeveloped. Most of the activities noted above concentrated on institution-building efforts.

51. Other organizations of the United Nations system also continue to support analysis of population policy formulation and execution. Regular monitoring of national population policies was continued by the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat. The periodic United Nations Population Inquiry among Governments was canvassed again in 1992-1993 to gather information on how countries integrate their population policies and strategies into their wider development policies. Preliminary results will be available soon.

52. The recent period has witnessed a growing consensus that new responses are needed to address the changing context of development planning. The socio-political changes of the past decade have overtaken the world so fast that it has been hard to make the necessary changes, to throw out old habits. Many of the ways in which population was linked to planning in the past presupposed an approach to planning which has lost its force and has been superseded by some very different thinking about how best to achieve development. This was the subject of a round-table meeting convened jointly by UNFPA and the Economic and Social Commission for Asia and the Pacific in November 1993. As well as theoretical issues, operational and institutional means of integrating population into development came under scrutiny.

53. The operational and institutional means of integrating population into development has also come under scrutiny. Several new, innovative ways to better operationalize the integration of population into development strategies for the 1990s and beyond were suggested in the policy dialogue leading up to the Cairo Conference in 1994.

54. Efforts to put in place policies and programmes that are more participatory, involve local communities and ensure the empowerment of women are being emphasized. Decentralized planning and a shift towards policy-making at subnational and local levels are also being increasingly featured in multilateral assistance for institutionalizing the integration of population into development strategies, following priorities set at the Conference.

D. Maternal and child health/family planning and reproductive health services

55. As the largest source of multilateral assistance in this field, UNFPA has continued to increase its support to MCH/FP activities in the developing world.

During the past decade countries have made dramatic progress in expanding the availability of family planning services, increasing the use of contraception and decreasing the rates of reproductive mortality and morbidity by spacing births, avoiding high-risk pregnancies and creating the conditions for more responsible and healthy family formation.

56. The Programme of Action adopted by the International Conference on Population and Development 3/ recognizes the need to integrate family planning activities into the wider context of reproductive health rights and reproductive services. This view of reproductive health goes beyond traditional integrated primary health care/family planning programmes. Reproductive health addresses the overall health and well-being of people, particularly of women and girls, but also emphasizes the need to provide services to adolescents and to men. Within the Programme of Action, the content of reproductive health programmes is defined quite broadly so that activities will meet local needs. Beginning with Principle 8, which calls on Governments to take measures to ensure universal access to health-care services, the Programme of Action goes on to define reproductive health care, including family planning, and lists core components of services and other activities.

57. The recommendations of the Cairo Conference have implications for policies and procedures in the area of reproductive health and family planning. For UNFPA, it has meant a commitment to reviewing and modifying policy guidelines in all areas of assistance. It has already led to an important organizational change within UNFPA: its MCH/FP Branch has been replaced by the Reproductive Health/Family Planning Branch. Simultaneously, guidelines are being updated, through an extensive consultative process involving regional, non-governmental and expert inputs. Concurrently, international efforts, involving multilateral agencies, donors and non-governmental organizations, are under way to define the programmatic parameters and monitoring indicators for an expanded reproductive health/family planning framework.

58. The issue of human rights was given priority at the Conference. Consequently, reproductive rights and reproductive freedom, in particular the right of individuals to decide freely and responsibly their reproductive choices, have also been thoroughly discussed. The issues of providing wider access to quality family planning services, more comprehensive reproductive health services, including family planning, and the further empowerment of women have been fundamental elements that will guide multilateral assistance in this sector in the future.

59. A shift to a more comprehensive approach to reproductive health in the context of primary health care is under way. Reproductive-health services are aimed at ensuring that people have the ability to reproduce, to regulate their fertility and to have healthy and responsible sexual relationships. This approach implies that women can go safely through pregnancy and childbirth, that fertility regulation can be achieved without hazard and that people are safe while engaging in sexual activity. Reproductive health, probably more than any other field, has a potential impact that extends beyond the individual and family. This impact involves crucial areas of global concern, such as health, population, the status of women and the environment.

60. The quality of family planning services, besides being an end in itself, by increasing informed choice for women and by protecting them from unnecessary risk, has been increasingly recognized as one of the most important determinants of contraceptive acceptance and continuation of use. Developing programmatic guidelines and monitoring mechanisms received priority attention from multilateral agencies during the reporting period, following the importance given to that issue in the Programme of Action.

61. MCH/FP services can be one of the main sources of preventive actions against sexually transmitted diseases and HIV/AIDS. The inclusion of this new preventive component will be pursued as the recommendations of the Conference are implemented.

62. In addition to raising additional funds for family planning, programmes also need to be more efficient in the use of existing resources. In addition, new strategies for financing family planning services, including cost-recovery mechanisms through users' fees, are important areas for further investigation. UNFPA held an international Consultation on Family Planning Programme Sustainability in March 1994, to further discuss these issues and provide guidance to those Governments interested in implementing cost-recovery mechanisms in their family planning programmes, as well as in efficiently incorporating services provided by non-governmental organizations.

63. Work on the UNFPA Global Initiative on Contraceptive Requirements and Logistic Management Needs in Developing Countries continued in 1993-1994. Working closely with selected developing countries, other United Nations organizations, bilateral agencies and non-governmental organizations, UNFPA completed a series of in-depth studies to estimate contraceptive requirements and logistic-management needs. At present 10 country studies have been completed in Bangladesh, Brazil, Egypt, India, Nepal, Pakistan, the Philippines, Turkey, Viet Nam and Zimbabwe. Additional studies are scheduled for the coming years.

64. A recent UNFPA study of global contraceptive requirements estimates the cost of contraceptive commodities alone at approximately US$ 528 million in 1994 and more than US$ 750 million in 2005. The total amount for the 12-year period 1994-2005 is estimated to be more than US$ 7.5 billion.

E. Population information, education and communication

65. In UNFPA and other United Nations organizations working in population, IEC for population aims at achieving measurable behaviour and attitude changes of specific audiences, based on studies of their needs and perceptions. The starting-point and goal of IEC is to contribute to solving a population "problem", or to support a population issue within a programme, which planners have assumed could be tackled by changes in attitudes and/or behaviour of designated audiences.

66. In 1994, UNFPA provided assistance to 72 countries to implement 118 ongoing and new population education projects, ranging from the initial stages of creating awareness and eliciting support among government officials and

community leaders and training a core technical staff, to the stage of teaching population education in schools.

67. It has taken many years for population education to be accepted by Governments. The broad base of support for population education became evident in 1993 at the first International Congress on Population Education and Development, when 92 Governments strongly endorsed population education. In 1994, the focus shifted from advocacy to improving the quality and coverage of population education activities: more effective teaching/learning materials, more time for high-quality training, use of educational television, where feasible, and expanding training activities to reach teachers who have not yet been trained for lack of funds.

68. A recent study undertaken by UNFPA in a number of countries revealed several weaknesses, both operational and conceptual, in current population education programmes. Priorities have to be assigned, using the Programme of Action as a guide, among potential topics - for example, certain aspects of human sexuality, sexually transmitted diseases and AIDS, preparation for family life, promoting the status of women, developing among girls a positive and future-oriented self-image, the dynamics and implications of rapid urbanization, male responsibility and so forth.

69. In addition to promoting population education activities in schools, UNFPA also used such other channels as adult literacy, workers' education and agricultural extension to reach a variety of audiences. As a follow-up to UNFPA involvement in the Education for All Summit, held at New Delhi in December 1993, UNFPA has begun to emphasize adult literacy activities that give priority to literacy skills for girls and women, while teaching family planning and key vocational skills. The International Labour Organization issued a publication on qualitative research techniques, based on its experience with audiences of workers. The Food and Agriculture Organization of the United Nations produced a paper on approaches to introducing concepts of gender, environment and population through agricultural extension programmes. In 1994, for the first time, significant levels of acceptance of population topics in agricultural extension programmes were to be seen in a number of developing countries.

70. The Programme of Action emphasizes the importance of providing adolescents with reproductive health information and services. While not all adolescents will need services, they all need age-appropriate and culture-specific information. UNFPA has supported successful peer-counselling activities for adolescents and young women who married at a very early age. Youth clubs have provided community-based education and reproductive health services to young people in several countries.

71. UNFPA also provided technical assistance in the preparation of two youth non-governmental organization forums on population and sustainable development, at Accra and Cairo. The Cairo forum, attended by more than 100 young people, adopted a Cairo Youth Declaration on Population and Development, which urged the United Nations, including UNFPA, to demonstrate its commitment to young people by providing resources.

72. A first step towards providing more effective assistance to youth is recognition of the fact that youth spans a wide age-range and is a very heterogeneous group with widely different needs. Many young people are married, others are in school and have not yet initiated sexual activity, some are at risk of losing educational opportunities because of unplanned pregnancies, for example. Early pregnancy carries health risks, regardless of marital status, and the need to identify more clearly the target audiences that can have an impact on this problem is evident. This was highlighted in a series of regional meetings convened by UNFPA as a follow-up to the Cairo Conference.

73. The need for clearer linkages and better coordination between IEC and reproductive-health services, from the planning phase onwards, became even more obvious in 1994. This need for coordination was reinforced by findings from a 1994 UNFPA study on IEC in the context of the programme approach. The year 1994 has seen a great effort to better integrate IEC in reproductive health services.

74. In 1994, UNFPA began to direct attention to the issue of male involvement in reproductive health. Initial findings from a review of the field indicate that most organizations for whom this is an issue focus on male contraceptive methods and their use. Little attention is being given to the male's role in support of his partner in contraceptive decision-making. This particular problem requires much greater attention, in view of the fact that most resources for family planning are still allocated to services for women.

75. The Population Information Network (POPIN) was established in 1979 through UNFPA support as a decentralized network for the coordination of multilateral, regional, national and non-governmental population information activities. Currently, POPIN operates as a decentralized network reaching out to virtually all population information centres, libraries, clearing-houses, documentation centres, universities and research institutes. In 1993, a POPIN Coordinator post was re-established within the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, with UNFPA support, to meet the many opportunities and challenges posed by rapidly advancing communication technology.

76. A recent important development for the POPIN project has been the establishment of the POPIN Gopher which now provides a world-wide population information service. The Gopher is housed in the UNDP computer system and benefits from active UNDP cooperation. This service operates on both E-mail and the Internet, providing population specialists around the world with a growing resource base of population statistics, demographic and bibliographic databases, documentation of the Cairo Conference, journals, press releases and regional connections for most developing regions. The Latin American Population Documentation System (DOCPAL) bibliographic database is incorporated in the Gopher, while plans have been finalized to include similar databases for sub-Saharan Africa and Asia and the Pacific. POPIN operated the Gopher service during the Conference in Cairo, registering more than 28,000 users during the Conference itself.

F. Women, population and development

77. In June 1991, at its thirty-eighth session, the UNDP/UNFPA Governing Council endorsed the Implementation Strategy to Strengthen the Capacity of the Fund to Deal with Issues Concerning Women, Population and Development for the period 1991-1994. The report of the Executive Director of UNFPA prepared for that session (DP/1991/32) examined the implementation of the Strategy, which the Governing Council had endorsed for 1987-1990. Based on the priorities recommended by the Governing Council, UNFPA has continued to pursue the Strategy up to the present, giving special emphasis to selected components.

78. Thus, it has worked closely with non-governmental organizations on women to strengthen its links with them. For example, its assistance enabled the participation of non-governmental organizations on women in international events during that period, including the United Nations Conference on Environment and Development and in the preparations for the Cairo Conference and the Fourth World Conference on Women.

79. Training of staff on women, population and development is another priority under the Strategy. UNFPA staff were provided training through workshops conducted at Headquarters in January 1992. Field, national and project staff received training at the Royal Tropical Institute in 1991. In addition, the issue of women, population and development was mainstreamed in all training provided to UNFPA staff.

80. In order to develop a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the Strategy, a gender-reporting form has been designed which must accompany all project submissions. It contains information on how women's concerns are incorporated in the project and how women are involved as beneficiaries and participants at all stages of project formulation, implementation and evaluation.

81. In addition to regular technical work and programming responsibilities in the area of women, population and development, UNFPA actively supported two major activities: preparations for and participation in the International Conference on Population and Development (Cairo, 1994) and the Fourth World Conference on Women (Beijing, 1995).

82. UNFPA participated in many gender-related preparatory activities for the Cairo Conference, including a round table on women's health organized by the Commonwealth Medical Association at Bellagio, Italy; a non-governmental organization conference on environment, population and women organized by the Network and People's Forum 2001 at Tokyo; a round-table discussion on reproductive health and human rights convened by the Centre for Reproductive Law and Policy and the Center for Women's Leadership at Rutgers University in New Jersey; non-governmental organization events, such as briefings and workshops at the third session of the Preparatory Committee for the International Conference on Population and Development, held in April 1994; and discussions on chapters of the draft Programme of Action of the Conference.

83. After the Cairo Conference, UNFPA prepared a paper entitled "From Cairo to Beijing", which maps the Programme of Action to the Platform for Action of the

Fourth World Conference on Women. This is being used extensively in preparations for the Fourth World Conference on Women, with the objective of ensuring that the recommendations of the Cairo Conference are reflected adequately in the Platform for Action.

84. A high-level internal task force has been established to coordinate UNFPA's role in the Fourth World Conference on Women. It comprises representatives of various UNFPA divisions, including all geographical divisions, with the Women, Population and Development Branch serving as the secretariat. The Task Force works closely with the UNFPA field offices. The first meeting of the Task Force was convened by the Executive Director of UNFPA, who stressed the importance of the Fourth World Conference on Women and UNFPA's involvement in the preparatory process at both field and headquarters levels.

85. UNFPA has formulated a strategy for UNFPA support for the Fourth World Conference on Women. The main elements of the strategy are as follows:

(a) Support for the secretariat of the Conference. UNFPA approved funds for the salary of a senior adviser to the Secretary-General of the Conference and for administrative support;

(b) Inter-agency collaboration. UNFPA is a member of the inter-agency advisory group to the Secretary-General of the Conference. UNFPA also participated in the eighteenth Ad Hoc Inter-Agency Meeting on Women, which preceded the thirty-eighth session of the Commission on the Status of Women, in March 1994; the Commission served as the preparatory committee for the Conference. UNFPA worked on drafting a joint inter-agency statement on the Platform for Action. UNFPA also participated in meetings organized by the Division for the Advancement of Women of the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat for youth involvement in the preparatory process. Funds were approved for an Expert Group Meeting on Women in Development for the least developed countries, organized by the United Nations Conference on Trade and Development (UNCTAD);

(c) Participation in regional and subregional preparatory conferences. UNFPA participated in all five conferences held in 1994, in Argentina, Austria, Indonesia, Jordan and Senegal, and in the 1994 Nordic Forum, held in Finland. It also participated in technical expert and ministerial-level meetings;

(d) Support for non-governmental organizations on women. UNFPA funds have been approved at interregional and country levels to enable non-governmental organizations on women to participate in preparatory activities for the Fourth World Conference on Women, both in the meetings of the Preparatory Committee for the Conference and in the regional preparatory conferences. Workshops, such as those organized by the Commonwealth Medical Association in the regions of the Economic Commission for Europe and the Economic Commission for Africa, enabled non-governmental organizations to receive briefing on such subjects as women's reproductive health and rights. Funds were also made available for informational activities in support of the Conference, such as the Women's Feature Service, and for training and materials for the Centre for Development and Population Activities to produce a training manual on advocacy strategies for leaders in population and development.

86. Progress was made in the implementation of several UNFPA projects in the area of women, population and development.

87. A major project that has been concluded was on the family and population policy: towards the realization of full reproductive choice, executed by the Population Council. This was a policy-oriented research project on the relationship between gender equity, family structure and dynamics, and the achievement of reproductive choice. The objective is to help Governments and international agencies in designing and implementing policies that are affirmative of women, sensitive to the family's central role in resource allocation and distribution, and effective in achieving broad-based population and development goals.

88. Women's perspectives on population policy and programmes are the focus of another project under which the Institute of Social Studies Trust, an Indian non-governmental organization, is receiving assistance. Under the project on evolving a women-sensitive population policy and programmes, a series of consultations with seven grass-roots organizations representing rural women in various regions of the country have been held.

89. A project called "Support to activities of the Global Commission on Women's Health at the Regional Level" is being executed by the World Health Organization (WHO). The project's objective is to improve women's health status and reduce gender inequalities in health.

90. As part of the support for information, education and awareness-creation of women's issues, an important project is "Support to the International Council on Women for its Awareness-creation Activities regarding Violence against Women and Children". The project will provide information materials through the production of a series of six video films on violence and exploitation through world trafficking of women and children in Africa, Asia and Europe.

91. UNFPA also prepared a paper entitled "Enhancing UNFPA-NGO collaboration in WPD". The paper stresses the UNFPA mandate in the area of women, population and development and the roles of non-governmental organizations in fulfilling that mandate. It makes recommendations for partnerships with the non-governmental sector.

92. Good progress has been reported on an ongoing project being implemented by the United Nations Research Institute for Social Development. Under the project, research has been undertaken on the impact of environmental changes on women and population and how their decisions, including those related to their fertility, are affected by the environment.

III. OPERATIONAL ISSUES

93. Among the important operational changes taking place within multilateral agencies are a greater emphasis on a programme approach, decentralization of approval authority to field units, an integrated exercise aimed at a coherent population strategy, simplification of procedures, improved coordination among

United Nations organizations and development of technical and procedural guidelines to improve operations.

A. Programming approach

94. It is increasingly recognized by multilateral assistance programmes that in technical cooperation, channelling of external assistance through projects has not been effective, nor has its impact been sustainable. In resolution 44/211 concerning operational activities for development, the General Assembly called for "more integrated and coordinated programming of United Nations system cooperation, in which programming processes would be based on an overall national programme framework for operational activities for development to be prepared by the recipient Government" (para. 17). In 1992, the General Assembly, in resolution 47/199, took as its basis resolution 44/211 and further defined the programme strategy. In particular, the Assembly outlined a framework for cooperation and coordination among United Nation organizations providing multilateral assistance in development in countries through the mechanism of the country strategy note.

95. UNFPA introduced a programming approach for population activities in 1989, called the Programme Review and Strategy Development (PRSD) exercise. Through PRSDs, the goals of a country are set in accordance with population projections and targets over a medium-term perspective and the inputs needed to achieve those targets are specified. The strategy documents emanating from PRSDs provide countries with an analytical approach that takes into account the totality of developmental needs as they touch upon the population sector.

96. In 1991, UNFPA undertook PRSD missions to 28 countries and, in 1992, 12 additional PRSD missions were carried out. A total of 184 missions, including 68 PRSD missions, were conducted from 1977 through 1992.

97. From 1993 through mid-1994, a further 15 PRSD exercises were conducted: six in sub-Saharan Africa (Benin, Chad, Comoros, Mauritius, Mozambique and Zambia), five in Asia and the Pacific (China, Indonesia, Iran (Islamic Republic of), Maldives and Philippines), three in Latin America and the Caribbean (Costa Rica, Mexico and Uruguay) and one in West Asia (Turkey).

B. Programme and project formulation and implementation

98. There has been a clear shift towards a programme approach in multilateral assistance to developing countries following directives from United Nations governing bodies. UNFPA assistance to countries is now entirely based on prior development of country programmes which, based on PRSD findings, analytically deal with all population concerns in countries and provide a systematic way of prioritizing resources.

99. Programme and project formulation and implementation is the primary responsibility of Governments. In practice, however, many population projects are formulated by international experts who are either staff members or consultants of multilateral agencies. Many organizations of the United Nations

system have stressed the primary role of Governments in programme and project formulation. In pursuance of that preferred modality, training and institution-building efforts have been supported by multilateral agencies to strengthen national capacities to manage and execute international population programmes.

100. An important development in programme and project formulation and approval has been the significant decentralization of authority for those functions to field officers. In the case of UNFPA, country directors were given the authority to appraise and approve projects up to $500,000 in 1990, and $750,000 starting in late 1993. Moreover, full decentralization of approval authority for country projects is being tried out on a pilot basis in 11 countries and the South Pacific.

101. Another important issue in project implementation in recent years is that of timely procurement and efficient utilization of equipment and supplies. Increasingly, United Nations agencies have encouraged local procurement as a means not only of helping developing countries but of responding to urgent project needs as well.

102. In 1993, total UNFPA procurement amounted to $47.3 million, a 20 per cent decrease over the 1992 figure, but still a 52 per cent increase over 1991. The considerable increase over the recent period in the volume of supplies procured enabled the Fund to secure highly preferential prices and, in turn, to make the most cost-effective use of donor funds.

103. During the 1980s and until recently, technical support for UNFPA-funded population projects was provided to countries largely through a network of regional advisers, regional offices, interregional advisers and technical officers based at headquarters of United Nations organizations, regional offices or project sites. This arrangement helped UNFPA to respond flexibly and innovatively to the requests for assistance from all regions and countries. Yet there was plenty of scope for improving the coordination and systematic collection, analysis, dissemination and use of information on population policies and programmes at the field level and related technical assistance activities.

104. The UNDP/UNFPA Governing Council, in considering the matter of technical support services, at its thirty-eighth session decided on successor arrangements for UNFPA (decision 91/37). 9/ The result of this process was the establishment of the technical support system (TSS), administered by UNFPA and comprising the expertise of much of the United Nations system of organizations and relevant non-governmental organizations. TSS became fully functional in 1992. Under the system, national technical assistance requirements are met at three levels:

(a) At the national level, through greater reliance on local expertise and institutions;

(b) At the regional and subregional levels, through the use of technical personnel in technical support teams composed of experts from various population disciplines (from UNFPA, the United Nations system and non-governmental organizations);

(c) At the headquarters and regional office levels of the United Nations and its specialized agencies, through support for technical personnel.

105. The backbone of the TSS arrangement is the eight country support teams based strategically throughout the major developing regions. With more than 160 experts specializing in every aspect of the population field, the primary mission of the country support teams is to provide relevant and swift technical assistance to countries, when needed.

106. An independent evaluation of the system was also requested by the UNDP/UNFPA Governing Council in its decision 91/37. In 1994, the evaluation team visited 28 countries covered by the eight country support teams as well as the offices of the participating United Nations organizations, including the regional commissions and the WHO regional offices.

107. The general conclusion of the evaluation team, whose draft report was submitted in late 1994, was that the technical support system, specifically the country support team system of advisers, represented a major improvement over the previous system of regional advisers. The country support teams have been most effective in providing backstopping support for UNFPA-funded projects and, particularly, in building a multidisciplinary approach to country programming. At the same time, the evaluation team found some shortcomings in the operationalization of the overall technical support system to date, particularly with respect to the role of the TSS specialists at the headquarters level and the linkages between the country support team specialists and TSS specialists. The evaluation team also called for a strengthening of UNFPA field offices to better utilize the technical resources offered by the country support teams.

C. Monitoring and evaluation

108. During the period under review, the United Nations system continued to monitor and evaluate population assistance, both to conform to accountability requirements and to acquire data for improving managerial performance. Revised UNFPA guidelines on monitoring and evaluation were released in August 1990, updating those formulated in 1986. Serious efforts have been made to coordinate the monitoring and evaluation processes and procedures between United Nations organizations in order to learn from each other and lighten the burden on cooperating Governments. A coordinating mechanism, under the Joint Consultative Group on Policy, has been established among UNDP, UNICEF, UNFPA, the World Food Programme and the International Fund for Agricultural Development.

109. Over the past few years, the responsibility for country programme and individual project evaluations has shifted to decentralized entities within and outside UNFPA, including its field offices, as well as to project management and executing agencies. The shift first came as part of an effort to place increased emphasis on monitoring and evaluation as an integral component of its programming process.

110. As a result of these developments, the number of evaluations carried out by UNFPA has increased considerably over the past few years. Such evaluations range in scope from self-evaluations conducted by project management to large-

scale evaluations carried out by a team of independent experts; they also range in the depth and intensity of analysis, depending on the circumstances of each case.

111. Major thematic evaluations completed in 1993 by UNFPA included projects linking population to income-generating schemes for women, IEC strategies in support of family planning programmes and the quality of family planning services. In 1994, a thematic evaluation, carried out on the local production of contraceptives and another on programmes supporting traditional birth attendants, were in an advanced stage of execution. In addition, the desk review and evaluation design have been completed for a planned evaluation of information and service programmes for adolescents. Field work on this exercise is expected to commence in the first quarter of 1995.

112. Other major evaluation activities completed or initiated during the reporting period dealt with the implications of family planning technologies for services, training and information; the principal operational issues and status of implementation of AIDS-related components in UNFPA-supported programmes; the use of community-participation approaches in country programmes; a reader survey among recipients of the Directory of MCH/FP Training Programmes, a publication issued annually by UNFPA.

D. Resource mobilization for the Programme of Action of the International Conference on Population and Development

113. During the preparations for the Cairo Conference, an updated and refined estimate of resources required over the next decade was requested, improving on those originally prepared as background to the Amsterdam Declaration on a Better Life for Future Generations. Estimates of annual resource requirements to 2015 for population and reproductive health programmes contained in the Programme of Action adopted by the Conference were the result of an intense effort by multilateral agencies and others during the period under review.

114. A process of consultation with experts from multilateral, bilateral, academic and non-governmental organizations who had experience in studies estimating resource requirements for population programmes was undertaken to ensure a sound technical review of the Conference estimates. The panel included representatives of UNFPA, the World Bank, the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the United States Agency for International Development, the International Planned Parenthood Federation and several independent foundations and non-governmental organizations.

115. As stipulated in the Programme of Action, basic reproductive health and family planning services, including support for training, supplies, infrastructure and management systems, especially at the primary-health-care level, comprise the following major components, which should be integrated into basic national programmes for population and reproductive health:

(a) The family planning services component. Contraceptive commodities and service delivery; capacity-building for information, education and communication

regarding family planning and population and development issues; national capacity-building through support for training; infrastructure development and upgrading of facilities; policy development and programme evaluation; management information systems; basic service statistics; and focused efforts to ensure good quality care;

(b) The basic reproductive health services component. Information and routine services for prenatal, normal and safe delivery and post-natal care; safe abortion (as permitted by the laws of individual countries); information, education and communication about reproductive health, including sexually transmitted diseases, human sexuality and responsible parenthood, and against harmful practices; adequate counselling; diagnosis and treatment of sexually transmitted diseases and other reproductive tract infections, as feasible; prevention of infertility and appropriate treatment, where feasible; and referrals, education and counselling services for sexually transmitted diseases, including HIV/AIDS, and for pregnancy and delivery complications;

(c) The sexually transmitted disease/HIV/AIDS prevention programme component. Mass media and in-school education programmes, promotion of voluntary abstinence and responsible sexual behaviour, and expanded condom distribution;

(d) The basic research, data and population and development policy analysis component. National capacity-building through support for demographic as well as programme-relevant data collection and analysis, research, policy development and training.

116. The resulting projections of resource requirements have provided information for the annual costs of the family planning programme component in subregions every fifth year over the period 2000-2015. Similarly, estimates are also provided for the resource requirements for the three additional interrelated components.

117. In their entirety, the resource requirements projected for national population and reproductive health programmes, including family planning, total (in 1993 United States dollars) $17.0 billion in 2000, $18.5 billion in 2005, $20.5 billion in 2010 and $21.7 billion in 2015. Of this overall total, about 65 per cent represent inputs to the service-delivery system for reproductive health and family planning services.

118. For the family planning component, the total estimated annual costs (in 1993 United States dollars) are $10.2 billion in 2000, $11.5 billion in 2005, $12.6 billion in 2010 and $13.8 billion in 2015. Roughly 75 per cent represents inputs to the service-delivery system.

119. An additional component of the integrated programme designed to further improve the quality of care and provide family planning as part of a broader package of reproductive health services and referrals is estimated to cost an additional $1.03 per capita per annum. This would amount to (in 1993 United States dollars): $5.0 billion in 2000, $5.4 billion in 2005, $5.7 billion in 2010 and $6.1 billion in 2015. Roughly 65 per cent represents additional inputs

to basic service-delivery systems; the remaining 35 per cent represents specialized inputs specific to reproductive health programmes.

120. A second additional component of the programme aimed at preventing sexually transmitted diseases, including HIV infection, is estimated to cost an additional $0.26 per capita per annum (based on estimates of the WHO Global Programme on AIDS). This would amount to (in 1993 United States dollars) $1.3 billion in 2000, $1.4 billion in 2005, $1.5 billion in 2010 and $1.5 billion in 2015.

121. A third additional component to meet the expanded needs for population data collection, analysis and dissemination, and policy formulation, would add between $260 million and $670 million per annum (depending on where the year is in the decennial census cycle).

122. In 1990 the proportion of resources for population programmes in developing countries that came from domestic sources (Governments, non-governmental organizations and the private sector) varied enormously, ranging from as little as 20-33 per cent to nearly 100 per cent, depending on the country. Overall, domestic sources accounted for an estimated 75 per cent of all resources expended to finance population programmes in developing countries. Many developing countries are increasingly constrained, however, in their ability to increase domestic resources at a pace that keeps up with expanded requirements for population programmes. In particular, the great increases in demand (as a proportion of the population and in total numbers) that will be seen in the countries of sub-Saharan Africa, all or nearly all of which will require international help, and the increase in total numbers in parts of Southern Asia will place heavy burdens on national and international capacities to finance population programmes.

123. These factors lead to greatly increased resource needs from external sources, particularly in regions with significant infrastructure development needs. Conservatively, if requirements for external resources increase from 25 to 33 per cent of total resource requirements, the projections suggest that external resource needs will amount to (in 1993 United States dollars) $5.7 billion per annum in 2000, $6.2 billion in 2005, $6.8 billion in 2010 and $7.2 billion in 2015. This compares with the estimates of about $1 billion each to current family planning and other reproductive health programmes. The strategic use of these resources will be critical to establishing the capacity for sustainable development in the future.

124. Collectively and separately, working out the modalities for mobilizing these resources is a post-Cairo priority. The detailed work of assessing national needs and capacities has already begun. In collaboration with Governments, PRSD exercises, basic needs assessments, situation analyses and other analytical enterprises undertaken by UNFPA and other donors have detailed the inputs and strategies needed to expand programmes and to improve their quality. UNFPA is keen to continue playing a key role in mobilizing resources for programme formulation, implementation and monitoring.

125. The formulation of national plans for the full implementation of the Programme of Action will be an important part of the follow-up to the

Conference. In this context, the Secretary-General has assigned to the Executive Director of UNFPA the task of coordinating consultations with various bodies of the United Nations system, with international financial institutions and various bilateral aid organizations and agencies for three purposes: first, to promote an exchange of information on the requirements for international assistance; secondly, to review on a regular basis the specific needs of countries in the field of population (including emergency and temporary needs); and thirdly, to maximize the availability of resources and their effective utilization.

126. There is an urgent need to coordinate efforts in population assistance. Such coordination will be necessary to avoid duplication of efforts, to rapidly disseminate the lessons learned from programmes and to ensure the optimal use of the available funds both for expanding population and reproductive health programmes and for the other social and economic transformations envisioned in the Programme of Action.

127. The strategic application of technical assistance will also require an increase in the use of mechanisms at the national level to improve coordination of resource inputs. Developing countries will need to continue strengthening the capacity of their national institutions both to formulate integrated population and development strategies, plans, policies and programmes and to implement them, in partnership with non-governmental organizations and the private sector. Coordination of donor strategies in countries will require closer consultations among donor representatives and national counterparts (both within and outside the Government) and, possibly, the increased use of coordinated programming strategies and arrangements directed towards providing assistance for targeted problems, such as HIV/AIDS, urbanization stresses and environmental degradation.

128. A new process will also be needed to coordinate efforts for monitoring progress towards achieving the goals of the Programme of Action. Reporting systems will need to be simplified to reduce the burden on national statistical offices and other monitoring mechanisms. Attention will need to be given and resources committed to strengthening monitoring mechanisms at the subnational level. It is only in this way that information about the equity of the distribution of programme benefits can be obtained. External inputs, including those of multilateral agencies, can be important to strengthen the national institutions and maintain compatible databases. External inputs to facilitate the implementation of programmes on a fully national scale will also be required.

129. National systems to follow up, hold accountable and monitor national programmes should be established in partnership with non-governmental organizations, community groups and representatives of the media and academic communities, as well as with the support of parliamentarians. These types of partnerships, facilitated by the international community as advocates and, where necessary, as donors, can help ensure that programmes are responsive and participatory.

130. Such efforts to foster the strategic use of resources, collaboration among development partners, careful monitoring of programme processes and programme

outcomes, and mobilization of local participation as part of larger systems of accountability will improve the effectiveness of UNFPA assistance. This will require open and transparent procedures, systematic attention and an atmosphere of constructive criticism and self-evaluation.

IV. CONCLUSIONS

131. The United Nations system has continued to strengthen the substantive content of its programmes and to increase the volume of financial assistance to developing countries. For the United Nations system as a whole, assistance for population programmes increased from $220 million in 1988 to $305 million in 1992. The bulk of these resources (about 82 per cent) came from UNFPA.

132. In terms of substantive emphasis, family planning, integrated with reproductive health and carried out through a primary health-care system, continues to receive the bulk of multilateral resources for population. IEC efforts in support of family planning have also received considerable assistance. In the past two years, there has been a decrease in allocations for basic data collection and analysis and population-dynamics research.

133. There has been increased emphasis on support for programmes and projects designed to improve the status and living conditions of women. Women's concerns are increasingly being mainstreamed into all substantive areas of population assistance, especially in reproductive health and family planning, basic data collection, population dynamics and the formulation and implementation of policies. At the same time, projects to improve the status of women, such as education for girls, leadership training, literacy programmes and projects designed to increase the income of women and their families, are being supported by multilateral agencies.

134. The past two years have seen continued support for population programmes in Africa, where reproductive health and family planning needs are a priority concern and population growth rates are the highest in the world at present. Trends in multilateral assistance in Africa have shown that earlier emphasis on basic data collection and policy formulation is giving way to operational population-programme activities, particularly in MCH/FP and, currently, reproductive health and family planning.

135. Looking to the future, the importance of resource mobilization to implement a Programme of Action with its operationally oriented approach will have to be fully grasped. An action-oriented mechanism will have to be put in place to coordinate the work of the multilateral agencies and others. The Inter-Agency Task Force mentioned above is a step in that direction.

Notes

1/ Report of the International Conference on Population, 1984, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8), chap. I.B.

2/ Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I.

3/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13 and Add.1), chap. I, resolution 1, annex.

4/ Section I relies heavily on various issues of the UNFPA Global Population Assistance Report and on unpublished data.

5/ In section I.B and subsequent sections, annual expenditures are used in the analyses, not commitments.

6/ Interregional programmes in UNFPA have received from 14 to 16 per cent of all funds, although 1992 witnessed a decline in funding for this area. In contrast to UNFPA, other multilateral agencies have devoted more of their regular budgets and other sources of funds to interregional and global programmes. When funds received from UNFPA are excluded, in 1989 interregional programmes received between 44 and 80 per cent of all regular budget allocations of United Nations specialized agencies going to population.

7/ See table 1 contained in the report of the Secretary-General on the monitoring of population assistance (E/CN.9/1994/6), submitted to the Commission at its twenty-seventh session (March 1994); at the time of preparation of the present report, data for 1993 from the annual survey of population organizations were still being collected.

8/ In 1992, the definition of the population component changed somewhat, further complicating comparisons with previous years. The World Bank's fiscal year runs from July to June.

9/ Official Records of the Economic and Social Council, 1991, Supplement No. 13 (E/1991/34), annex I.

Table 1. Distribution of UNFPA expenditures, by work-plan category, 1990-1993

(Percentage)

Work-plan category	1990	1991	1992	1993
Basic data collection	12	10	7	7
Population dynamics	10	11	9	7
Formulation/evaluation of policies and programmes	9	9	9	9
Implementation of policies	0	0	0	0
Family planning programmes	5	43	52	52
Information, education and communication	16	16	14	15
Special programmes	4	5	4	5
Multisectoral activities	2	3	4	4
Total	100	100	100	100
Total expenditures (millions of United States dollars)	$179.2	$182.4	$138.0	$143.6

Table 2. Distribution of expenditures for population assistance, by region and channel, 1989 and 1990

(Percentage)

Channel of funding	Sub-Saharan Africa	Asia and the Pacific	Latin America and the Caribbean	Western Asia	Europe	Inter-regional
			Expenditures in 1989			
Direct bilateral	38	50	36	51	49	2
United Nations system	29	27	20	30	42	37
Non-governmental organizations	33	23	44	19	9	61
Total	100	100	100	100	100	100
			Expenditures in 1992			
Direct bilateral	39	49	37	36	7	2
United Nations system	27	23	21	27	54	33
Non-governmental organizations	34	28	42	37	39	65
Total	100	100	100	100	100	100

Table 3. UNFPA expenditures, by work-plan category and region, 1990-1993

	Expenditures (millions of US$)				Percentage distribution			
	1990	1991	1992	1993	1990	1991	1992	1993
100 - Basic data collection								
Sub-Saharan Africa	12.7	11.3	5.9	5.5	23	19	14	14
Western Asia	1.7	1.1	1.0	1.5	11	9	12	13
Asia and the Pacific	4.2	3.9	1.6	1.9	7	7	3	4
Latin America and the Caribbean	2.1	2.0	2.0	1.6	10	11	12	10
Interregional	1.0	1.2	0.2	0.5	4	4	1	2
200 - Population dynamics								
Sub-Saharan Africa	5.7	5.3	4.1	3.0	10	10	7	7
Western Asia	3.0	2.6	0.9	1.1	19	22	9	9
Asia and the Pacific	3.2	4.7	3.1	3.1	6	8	6	6
Latin America and the Caribbean	3.3	3.5	1.6	1.0	16	17	6	6
Interregional	3.0	3.6	1.4	1.3	12	13	6	6
300, 400 - Formulation and implementation of population policies								
Sub-Saharan Africa	6.4	7.7	5.1	5.2	11	13	13	13
Western Asia	0.9	0.6	0.0	0.6	6	5	0	5
Asia and the Pacific	1.5	1.1	1.6	1.6	3	2	3	3
Latin America and the Caribbean	1.5	1.3	1.7	0.9	7	7	10	6
Interregional	5.2	5.8	3.6	4.4	20	20	20	20
500 - Maternal and child health/family planning								
Sub-Saharan Africa	16.9	18.3	13.9	16.8	30	30	34	41
Western Asia	4.2	4.1	4.0	6.8	28	34	49	59
Asia and the Pacific	38.5	36.0	36.5	33.6	66	61	71	65
Latin America and the Caribbean	10.1	8.8	7.8	8.3	49	47	47	53
Interregional	10.2	10.4	8.2	7.6	40	37	46	35

	Expenditures (millions of US$)				Percentage distribution			
	1990	1991	1992	1993	1990	1991	1992	1993
600 - Information, education and communication								
Sub-Saharan Africa	11.2	13.8	8.5	7.8	20	23	21	19
Western Asia	4.0	2.3	1.4	1.0	25	20	17	9
Asia and the Pacific	7.5	7.5	5.1	6.0	13	13	10	12
Latin America and the Caribbean	2.6	1.8	2.0	2.4	10	10	12	4
Interregional	4.4	4.8	2.6	4.8	17	17	14	22
700 - Special programmes								
Sub-Saharan Africa	1.9	1.7	1.6	0.9	2	3	4	2
Western Asia	1.6	0.8	0.4	0.2	10	7	5	2
Asia and the Pacific	2.0	5.1	2.0	4.5	3	9	3	9
Latin America and the Caribbean	0.8	0.6	0.7	0.6	4	3	4	4
Interregional	1.3	2.1	0.8	1.0	5	7	4	5
800 - Multisector								
Sub-Saharan Africa	1.5	2.5	1.7	1.6	3	4	4	4
Western Asia	0.4	0.6	0.4	0.5	3	5	5	4
Asia and the Pacific	1.4	1.1	1.3	1.1	2	2	3	2
Latin America and the Caribbean	0.4	0.8	0.9	0.8	2	4	5	5
Interregional	0.5	0.4	1.1	1.9	2	1	6	9

Table 4. Distribution of UNFPA expenditures, by region, 1990-1993
(Percentage)

Region	1990	199	1992	1993
Sub-Saharan Africa	31	33	30	28
Asia and the Pacific	32	33	37	36
Latin America and the Caribbean	12	10	12	11
Western Asia	9	7	6	8
Europe	2	2	2	2
Interregional	14	16	13	15
Total	100.0	100.0	100.0	100.0
Total expenditures (millions of United States dollars)	179.2	182.4	138.0	143.6